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STUDY
OF
THE PRESENT STATUS
of the
COUNTY SUPERINTENDENT
IN MONTANA
By

RACHEL FAY KIRKPATRICK


A. B. UNIVERSITY OF NEBRASKA, 1925

Presented in partial fulfillment of
the requirement for the degree of
Master of Arts.

MONTANA STATE UNIVERSITY

1936

Approved:


Chairman of Board of Examiners.


Chairman of Committee on Graduate Study.

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To these and to others who were of assistance, the writer expresses her sincere thanks.

CHAPTER I

Introduction

The purpose of this study is to determine the present status of the county superintendent in Montana. The Office was created more than sixty years ago. The duties of the officer were specified and enumerated at that time and additions have been made from time to time since. When the office was created in Montana the only qualification was that the incumbent be a qualified voter. Today, what are the qualifications for the office?

The office of the county superintendent in the United States is an outgrowth of and an extension of state control of the educational system. The state supervisor came first and it was soon found that, in order to make the program of the state effective, it would be necessary to have local representatives. Cubberley describes how the office evolved:

"As education began to evolve into a state interest in our country, the need of developing some subordinate form of state control became evident. The school-land sections needed to be looked after by some persons representing the larger interest of the state; the local officers needed supervision to see that they maintained schools as required by the laws, and that school moneys were properly levied and spent; an agent to collect statistical information for the state and to act as a means of communication between the state and the school districts became more and more desirable; and, often most important of all, an agent of the state was needed to stimulate a local interest in schools, and to help and inspire teachers in their work of instruction."¹

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1. Cubberley, E. P., Public School Administration, p. 45, Houghton Mifflin Company, Boston, 1929.

It is quite evident that the office grew haphazardly, and was usually an adjunct to state supervision, although occasionally local communities appointed or elected an overseer of their district schools. The office originated about 1835 and by 1870 was common to most of the older states. In the newer states the office was created by constitutional provision. There are nineteen states that provide constitutionally for the office: in succession they are, Kansas, West Virginia, Illinois, Colorado, Louisiana, California, Nevada, North Dakota, South Dakota, Wyoming, Montana, Idaho, Alabama, Oklahoma, Arizona and New Mexico. Although the remaining twenty-nine states did not provide for the office every state now has a county officer who corresponds to the county superintendent in Montana. In twenty-five of the states the office is elective. In twenty-one states the office is appointive. Two states, Alabama and Tennessee use both forms. The length of term, the duties, the powers, the salary, and the qualifications are all likewise factors which vary from state to state. All these factors in relation to the office in Montana are discussed in this study.

The present status of the office as it exists in Kansas is presented in a study made by William D. Altus, "A Study of the Status of the County Superintendent in Kansas." Mr. Altus has carefully analyzed the office as it exists in that state, and has supplemented his findings with explanatory

tables. In addition he has compared the office with that of the city superintendent in Kansas by using data from an unpublished Master's thesis, "A Study of the Status of the Public School Administrator in Kansas" by Herbert Lewis Sloan, (Kansas State Teacher's College, Emporia, 1930.) C. D. Boney has a brief, and on the whole a rather inadequate, study of Florida in his unpublished Master's thesis, "A Study of the County Superintendency in Florida". His study shows the salary, tenure, sex and scholastic rating of the county superintendents now in office. Edmund Lewis Tink's study, "Certain Phases of County Educational Organization", covers Florida, where the county superintendent is elected, and Alabama, North Carolina, and Maryland, where the supervisor is appointed. His data were secured in 1926-1927. His study is valuable because it is a comparison of states comparable socially, racially, geographically, and economically. Three of these states have the appointive system with its superior qualifications and results, and one has the elective system showing lowered qualifications, salary, shortened tenure and similar effects. Richard L. Jagger's book, "Administering the County School System", is new and for that reason is valuable. While it deals with many of the same questions that this study does, it is more concerned with the question of administration.

The purpose of this study is to reveal the present status of the county superintendent in Montana. To accomplish

..

this, two primary sources of data are used; namely, the School Laws of Montana, 1935, and data from a questionnaire which is found in the appendix of this study, and which was sent by Miss Elizabeth Ireland, State Superintendent of Public Instruction, to the county superintendents of the state. Fifty-five county superintendents answered the questionnaire, and findings on salary, tenure, experiential and scholastic standing, certification, supervision and administration of schools, assistance and sex are compiled from the questionnaire. Data on powers and duties, assistance, qualifications and salary were secured from the School Laws.

The questionnaire was sent to all the county superintendents in July 1935; fifty-five of the fifty-six superintendents answered. This is 98.2 percent. The county superintendent of Silver Bow county refused to answer the questionnaire because she has no office assistance.

Throughout the study the arithmetical mean or average is used as the measure of central tendency. The mode is used occasionally.

CHAPTER II.

POWERS AND DUTIES

The office of the county superintendent in Montana is defined and described in the School Laws of the State. The powers and duties of the office likewise described are limited. For this study, they will be separated into educational or supervisory, and administrative or clerical, divisions.

The educational duties of the county superintendent summarized from the School Laws² provide that the county superintendent:

1. Shall have the general supervision of the public schools in his county.
2. Shall visit each school once each official year.
3. Shall observe the conditions of the school.
4. Shall observe the mental and moral instructions given.
5. Shall observe the teacher's ability.
6. Shall observe the pupils' progress.
7. Shall advise and direct the teacher.
8. Shall serve as a member of the board of educational examiners.
9. Shall select suitable instructors for the institute.
10. Shall preside over teachers' institutes.
11. Shall be ex-officio chairman of board of county examiners.
12. Shall hold one institute.

The non-educational duties of the county superintendent

2. Sum arized from School Laws, Chapter 76.

summarized from the School Laws³ provide that the county superintendent:

1. Carry into effect all instructions of the state superintendent.
2. Shall distribute to the proper persons all blanks sent him by the state superintendent.
3. Shall keep a record of visits, and a memoranda indicating the teacher's ability and the condition and progress of the school.
4. Shall consult with the trustees.
5. Shall instruct the trustees how to fill out blanks and records.
6. Shall hold trustees' meetings.
7. Shall make application for temporary certificates.
8. Shall supervise the libraries.
9. Shall aid in selecting suitable books for the libraries.
10. Shall act as truant officer when no other is provided.
11. Shall apportion school moneys.
12. Shall certify the apportionments to the several districts, clubs, and to the county treasurer.
13. Shall notify county treasurer to withhold warrants from teachers not properly certificated.
14. Shall decide matters of controversy.
15. Shall have powers to administer oath of office to subordinate school officers and to witnesses.
16. Shall inquire and ascertain if the boundaries of the schools districts are properly described.
17. Shall keep a transcript of such boundaries.

3. Summarized from School Laws, Chapter 73.

18. In cases where the boundaries are not clearly defined, he shall have the power to change, harmonize and describe them.
19. Shall hear and pass upon petitions for new school districts.
20. Shall have power to declare a school district abandoned.
21. Shall submit census reports to the bureaus of labor and industry and to the State Superintendent.
22. Shall keep a record of his official acts.
23. Shall preserve the data and apparatus of his office.
24. Shall file reports.
25. Shall make an annual report to the State Superintendent.
26. Shall keep his office open every day when he is not engaged in supervision except holidays.
27. Shall publish annual financial statement of the school districts in the county.
28. Shall make statement in cooperation with superintendent from a joint county of funds needed for joint districts.
29. Shall be ex-officio secretary of board in rural districts.
30. Shall fill vacancies in boards; in first and second districts, appointment shall be subject to confirmation by a majority of remaining board.
31. Shall countersign warrants for supplies.
32. Shall receive petitions for establishment of new districts or new boundaries.
33. Shall, unless protests are filed, establish new districts.
34. Shall apportion indebtedness.
35. Shall receive petitions for dissolving joint districts.

36. Shall approve sites for school buildings.
37. Shall approve disposal of surplus library funds.
38. Shall be a member of board of county high schools.
39. Shall apportion "average daily attendance" funds to county and accredited high schools.
40. Shall report to State Superintendent names of all persons eligible for retirement fund.

This listing makes evident that the time of the county superintendent is largely - too largely perhaps, devoted to clerical and non-educational duties to the extent that they outweigh all the others. This situation is to be expected for the office originated more than sixty years ago when the conception of the county superintendent was that she was a collector and disburser of reports and statistics. This notion, if one may judge from the number and kind of clerical duties allotted to her, is still prevalent. The clerical duties on the whole are of such nature that a fairly efficient clerk could easily attend to them.

The executive powers delegated to the office are few: To fill vacancies in the board of the various school districts, and to redistrict, organize, consolidate and abandon school districts in his county. "Utilizing this privilege may wreak havoc with the ambitions of a county superintendent looking forward to a second term." The following quotation points out the friction sometimes caused by this prerogative:⁴

4. A Study of the Status of the County Superintendent in Kansas, William D. Altus, Bulletin number 7, p. 13, Kansas State Printing Plant, Topeka, Kansas, June 1933.

"The county superintendency is also, above any other office, peculiarly susceptible to the consequence of local quarrels and personal grudges. The county superintendent, by virtue of his duty to hear and determine questions of changes in school district boundaries; and to act as arbiter between teachers and school boards in cases of friction between them must, in the very nature of things, incur the enmity of one side or the other, however just and righteous his decisions may be."⁵

The educational duties of the county superintendent group themselves under two heads: her annual visit to the rural school where she shall observe the condition of the buildings and grounds, the moral and mental instruction, and the teacher's ability and the pupils' progress, and the county institute for which she has selected suitable instructors and over which she shall preside. In other words, the county superintendent and the rural teacher will meet twice, once at the institute and once at the county superintendent's office for a conference; or the superintendent may make a second visit or even hold another institute or teachers' meeting; but neither is compulsory. If the superintendent is without clerical assistance and has much to do in the office, it is likely, unless she be very conscientious and untiring, that the relationship between her and the teacher will remain at the minimum - the institute and the visit as required by law. This may not be as it should be, but as long as clerical duties supersede in importance and in numbers the educational and supervisory duties, the county superintendent is practically forced, and is legally bound, to attend first to office

5. Cubberley, as quoted in Altus.

routine.

CHAPTER III

THE ADMINISTRATIVE LOAD OF THE COUNTY SUPERINTENDENT

Because there are more third-class rural one-teacher schools under the administration of the county superintendent than any other, that type of school has been chosen to evaluate the work of the county superintendent as an administrator. Although the village schools in third-class districts are supposed to be under her direction, most of them have a principal or superintendent who deals with the problems of administration, and the county superintendent's work resolves itself into securing data from the administrator to include in the county reports. Thus the work of the county superintendent as an administrator deals with rural schools and principally, because of their greater number, with the one-teacher schools.

Table I.
Distribution of Rural One-teacher Schools

SCHOOLS	COUNTIES
6-10	4
11-20	7
21-30	12
31-40	7
41-50	10
51-60	3
61-70	8
71-80	3
81-90	0
91-100	0
101-110	0
<u>111-120</u>	<u>1</u>
Total 2145	Total 55

In the table showing the number of rural schools to a county by intervals of ten, the mean falls into the 31.40 interval. There are 2145 rural one-teacher schools in Montana. The lowest number in a county is six and the highest 120. Four counties have ten or under; the arithmetical average is thirty-nine; the interquartile range is from 24-57. The administration of the rural school is a full-time job in

itself, as is shown by the number of schools each superintendent has to supervise. All other duties, such as distributing reports, collecting statistics, instructing trustees in the art of making reports, keeping records of the official acts, filing reports and preserving the data and equipment in the office, are or should be secondary, but because they are distinctly specified by law and because of their great number, the superintendent is forced to limit the visits to the rural school in number, as well as the length of the stay. The real purpose of the county superintendent is that of directing, overseeing and supervising the work of the teacher in the rural school. If a study were made of the number of teachers that supervisors in the village schools of third-class districts are responsible for, the number would be many less than the average of thirty-nine that the county superintendent supervises in one-teacher schools alone. Then if the distance to the school, the meager equipment, the lack of experience of the rural teacher and her lack of contacts with other teachers, are considered, the work of the county superintendent is evidently many times greater than that of the supervisor in the town or city schools.

In addition to the rural one-teacher school there are many counties that have two-teacher rural schools directly responsible to the county superintendent. Thirty-eight

counties report such schools and in numbers ranging from one to twelve.

Table II
Number of Rural Two-Teacher Schools

Number of Two-Teacher Schools	Number of Counties	Total number of Schools
1	15	15
2	6	12
3	8	24
4	2	
5	2	10
6	0	0
7	2	14
8	0	0
9	1	9
10	0	0
11	1	11
12	1	12
Totals	38	115

The total number of such schools is 115, the average per county is 3.1 and the mode is three schools to a county. This type of school lightens the work of the county superintendent - at least there isn't the extra distance to travel,

the teacher has contact with another teacher which should act as a spur to each, and there is more and better equipment in the two-room school than in the one-room school, for it is a richer and more progressive district.

The county superintendent also more or less directly supervises the third-class elementary district village schools. Fifty superintendents reported such supervision.

Table III

Distribution of Elementary Third-Class District Village Schools

Number of Elementary Schools	Number of Counties	Total number of Elemen- tary Schools
1	10	10
2	10	20
3	11	33
4	7	28
5	3	24
6	7	42
7	1	7
8	0	0
9	1	9
Totals	50	173
Average		3.46

The number of these schools ranged from one in ten counties to nine in one county. The median is 3.46 and the mode is 3. There are 173 such schools, or an average of 3.46 schools to each superintendent.

In each county, too, there may be third-class district high schools for whose supervision the county superintendent is responsible to even a lesser degree than for the elementary schools.

Table IV.

Distribution of Third-Class District High-Schools.

Number of High Schools	Counties	Totals
1	13	13
2	10	20
3	7	21
4	4	16
5	6	30
6	2	12
7	1	7
8	0	0
9	1	9
Totals	44	128
	Average	2.91

Forty-four superintendents report third-class district high schools in their counties; thirteen report only one high school in the county, and one reported nine high schools. There are only 44 counties which have this type of high school. There are 123 high schools in these 44 counties. This is an average of 2.91 to a county.

In the first and second class districts the county superintendent does little supervision; most of the superintendents report that they visit such schools once a year; several added, "But not to supervise." Forty-one counties report elementary and high schools of the first and second class districts; of them twenty-one have only one elementary school while one county has fourteen schools; twenty-four counties each have one high school while one county has fourteen high schools. The counties reporting one of each type of school in the first and second class districts have a total of forty-five schools; two counties have totals of thirty-four schools; and the one county that reported the greatest number of each, fourteen, has a total of twenty-eight schools. The number of elementary schools is ninety-six, of high schools eighty-seven, making a total of 183 schools. This is the number of schools that the county superintendents must visit, or at the least, handle the reports of, in addition to the third class district village schools and the rural one-and-two-teacher schools. This makes an average of two extra of each kind of

Table V.

Distribution of First and Second Class Elementary
and High Schools in Various Counties

Number of Schools	Counties reporting ele. schools	Totals	Counties reporting H. S.	Totals	Sum Total
1	21	21	24	24	45
2	0	16	9	18	34
3	7	21	4	12	33
4		0	0	0	0
5	2	10	2	10	20
6		0	0	0	
7	2	14			14
8					
9			1	9	9
10					
11					
12					
13					
14	1	14	1	14	28
	41	96	41	87	183
Average		2.34		2.1	4.46

schools or a total of four extra schools for each county superintendent. If the number of schools which the county superintendent of schools directly or indirectly supervises, including all rural one-and-two-teacher schools and other elementary schools of first, second, and third class districts and the high schools are added, the sum is 2744 schools.

Table VI.

Distribution of Total Number of Schools

Number of Schools	Number of Counties
0-10	0
11-20	6
21-30	7
31-40	8
41-50	10
51-60	4
61-70	10
71-80	5
81-90	2
91-100	2
101-110	0
111-120	0
121-130	0
131-140	1
total 2744	55

This number is supervised by 55 persons - an average of 49.89 for each. The range is large - the lowest number is eleven in two counties, and the highest 137, reported in one. The counties in the highest quartile have a range of 65 to 137 schools as compared with the lowest, 11-33. To put this

another way - the superintendents in the highest quartile have from 32 as a minimum to 103 as a maximum more schools to supervise than the superintendents in the lowest quartile. Visits alone, mean a matter of $5 \frac{1}{3}$ to $17 \frac{1}{6}$ days, counting a visit of one hour to each school and six hours to a day, and no time spent in travel. This is a visit so short that it wouldn't be very profitable to the school, to the teacher, or the supervisor.

These numbers clearly show that the county superintendent could spend her entire time supervising the schools in her county. It must be borne in mind that the schools are far apart, and that to reach some of her out-lying schools, the superintendent must travel long distances - 150 miles in some cases - over roads that are often mere trails - and to see an inexperienced, isolated teacher who may be badly in need of inspiration, help and confidence.

It is obvious that the county superintendent, having to be away from the office attending to the duties of the supervisor, needs assistance - deputies or clerks or both.

The law provides⁶ that in "counties having fifty or more teachers in third-class districts, the county superintendent is authorized to appoint one clerk, and in counties

6. Montana School Laws, Chapter 76, section 975, revised School Laws of Montana, 1929.

having fewer than fifty in third class districts, may, with the permission of the county commissioners, appoint a clerk at a salary to be fixed by the board of county commissioners." The same law provides for deputies:⁷

"The county commissioners of counties having not fewer than seventy-five public school teachers in districts of the third class, shall appoint one deputy other than the clerk for every seventy-five teachers, from a list furnished by the county superintendent."

There is quite a variety of the kinds and combinations of assistance employed by the county superintendents in Montana; namely, full-time deputies without other assistance, full-time deputies plus full-time clerks, full-time deputies with occasional clerks; and full-time clerks without other assistance, full-time clerks nine and one-half months of the year, full-time clerks with additional occasional help; half-time clerks; and occasional clerks. Some counties give no clerical assistance to their superintendents, and others give very little - "very little" being defined in each of the three cases as "ten days", "two weeks", and "from two to five days, just long enough to translate the outlandish names of the Indian children". There seems to be no uniformity of practice in the employment of clerical help.

In order to have any assistance at all she must have fifty teachers under her direction - as this is being written, in the room below is the full-time clerk of a principal having but fifteen teachers, all with degrees, several of them having

7. Montana School Laws, Chapter 76, section 975, revised School Laws of Montana, 1929.

master's, and all experienced and specially trained for their work, and each within one minute's walk from the office. In contrast with this, there are four counties giving no assistance whatever; three others giving very little, and seventeen giving "occasional" assistance.

Twenty-four counties falling under the fifty-teacher limitation, take advantage of their right and provide no assistance or, at the most, only occasional help to their county superintendents. Since there are twenty-eight counties, just one-half of the total number, who have fewer than fifty teachers, the other four must employ half-time clerks. In these counties, twenty-four of the twenty-eight, must attend to all the routine duties of the office, and in addition, give to the teachers as little or as much assistance as she can, by careful scheming, snatched from the office routine.

Only two counties give the maximum help provided by law. They have full-time clerks in addition to full-time deputies. Three counties in Montana have full-time deputies. Another has a full-time deputy plus occasional clerical assistance. Sixteen counties employ full-time clerks, one of whom is employed 9 1/2 months. Two others employ full-time clerks plus occasional extra assistance. Seven employ half-time clerks; seventeen employ occasional help; three have very little assistance and four report none at all.

Of the fifty-five counties studied, twenty-four report full-time clerks or deputies; and thirty-one, more than half, report part-time, occasional, little, and no assistance. These thirty-one county superintendents have full-time office jobs to perform before they can begin their supervisory duties. They are compelled to limit their visits to one or at the most, two a year. The one county superintendent who refused to answer the questionnaire, did so because she has no office assistance.

How many schools do these superintendents having assistance supervise?

In the case of the six counties which report deputies, there is a total of 293 third-class district rural one-teacher and twenty-four two-teacher schools. This is a total of 317 rural schools. In the third-class village district there are twenty-two elementary schools and twenty high schools, making a total of forty-two; and in the first and second-class districts, ten elementary and seven high schools, a total of seventeen. This is a total of 376. While the county superintendent does not directly supervise the school of the first and second-class districts, she must handle considerable clerical work in connection with them.

In the eighteen counties reporting full-time clerks, with occasional extra help, there are 1033 third-class district (rural) schools; 137 third-class district town schools,

and 37 first- and second-class district schools making a total of 1257 schools.

Table VII.

Counties Having Deputies, and Showing the Number of Schools

'No. of'	'Rural one-'	'Rural two-'	'Third Class'		'1-2 Class'		'Total'	
'Counties'	'teacher'	'teacher'	'Schools'		'Schools'		'No. of'	
'ties'	'Schools'	'Schools'	'Ele.'	'High'	'Ele.'	'High'	'Schools'	
'Full-time'								
'Deputies 3'	117	1	10	8	4	2	142	
'Plus'								
'Occasional'								
'clerk 1'	74	7	3	3	3	2	92	
'Plus'								
'full-time'								
'clerk 2'	102	16	9	9	3	3	142	
'Totals'	293	24	22	20	10	7	376	

Table VIII.

Counties With Full-time Clerks, and Showing Number of Schools

'No. of'	'Rural one-'	'Rural two-'	'Third Class'		'1-2 Class'		'Total'	
'Counties'	'teacher'	'teacher'	'town schs.'		'dist. schs.'		'No. of'	
'ties'	'Schools'	'Schools'	'Ele.'	'High'	'Ele.'	'High'	'Schs.'	
'Full-time'								
'clerk only'								
'* 16'	811	44	63	47	45	38	1048	
'Plus'								
'Occasional'								
'clerk 2'	165	13	13	3	2	2	209	
'18'	976	57	82	53	47	40	1257	
'Total'								

*one is off 2 1/2 months each year.

In the thirty-one counties reporting half-time clerical assistance or even less, and four none at all, there are 916 one- and two-teacher rural schools; 114 third-class district town schools and 76 first- and second-class district schools; making a total of 1106 schools under the administration and supervision of superintendents who are compelled because of their many clerical duties named by law to devote a great share of their time to their offices.

Table IX.

Counties with Half-time Clerks or Less Assistance,
and Showing Number of Schools.

	No. of Cos.	Rural one- teacher schs.	Rural two- teacher schs.	Third Class town schs. Ele. High	1-2 Class dist. sch. Ele. High	Totals
Half- Time	7	208	9	20	14	274
Only Occas- ional	17	554	17	40	26	672
Very Little	3	86	5	3	4	102
No Help	4	33	4	6	5	52
Totals	31	881	35	69	45	1106

In 1935, there are more than half of the counties giving but occasional or no clerical assistance to the superintendent; this proportion is larger than in Kansas where, in 1934, one-third are without clerical assistance. However, in Kansas

there were more than 100 counties, the area of each is small and the distance to be travelled slight in comparison with Montana counties.

One of the most important of the duties of the county superintendent is the supervision of the inexperienced teacher. In Montana there are 674 inexperienced teachers. Proper and adequate supervision of this large number new to the profession means a great deal of work; especially is this true of the inexperienced teachers who are often poorly prepared professionally.

In the case of the county superintendent who has a full-time deputy, the situation is not so appalling. A deputy in the office all the time leaves the superintendent free to visit and to supervise the teachers.

Table X.

Counties with Deputy Assistance and Showing Number of Inexperienced Teachers

Type of Assistance	Number of Counties	Number of Inexperienced Teachers
Full-time deputy plus full-time clerk	2	109
Full-time deputy plus assistance occasionally	1	20
Full-time deputies only	3*	26
Totals	6	155

*One county reports no inexperienced teachers.

There are six of such counties with a total of 155 inexperienced teachers. This number is greater in appearance than in actuality, for one county has 173 inexperienced teachers only thirty-two of whom are in third-class rural and town district schools. Another county has no inexperienced teachers. The sixty-eight who are in the first and second-class districts materially lessen the direct responsibility of the county superintendent for their supervision is largely cared for by the principal or other supervisor in the city schools. The heaviest load, properly falls in the counties where the superintendent has both deputy and full-time clerk.

The next group is the one in which the superintendent has clerical assistance; this assistance is of four degrees - full-time clerical, full-time plus occasional help, half-time, and occasional or very little. Forty-four counties report these types, with 505 inexperienced teachers.

Table XI

Counties With Clerical Assistance and Showing Number
of Inexperienced Teachers

Type of Assistance	Number of Counties	Number of Inexperienced Teachers
Full-time clerical assistance	15*	249
Full-time plus occasional help	2	53
Half-time clerical assistance	6	45
Occasional or Very Little clerical assistance	21*	158
Totals	44	505

*One county reports no inexperienced teachers.

The average is 11.48 as compared with thirty-one in the first group. The county reporting the greatest number of inexperienced teachers, eighty-two, reports having a full-time clerk, and the county reporting the fewest, one, reported having a full-time clerk plus occasional assistance. Taken as a group the average of inexperienced teachers is small; but individually the story is different. With the numbers of new teachers aggregating eighty-two, thirty, twenty-eight, it is apparent that in counties where the clerical assistance is neither permanent nor adequate, the

county superintendent has her hands full.

The four counties reporting no assistance have a total of fourteen inexperienced teachers. One county has none at all, and one has eight.

There are likewise four counties - one with a full-time deputy, one with a full-time clerk, one with occasional help, and one with no assistance - who report no experienced teachers. The two counties reporting the greatest number have one-hundred and eighty-two inexperienced teachers respectively.

The amount of time, effort and supervision necessary to train adequately a teacher new to her professional and instructional duties cannot be given by a superintendent who has many clerical and other supervisory duties.

CHAPTER IV

CERTIFICATION OF THE COUNTY SUPERINTENDENT

Since the office of the county superintendent in Montana is provided by law and is political in nature, it naturally follows that the state set some prerequisites or qualifications. The legal qualifications for the office of county superintendent were last revised in 1929. This revision affected a law made in 1895 requiring that, to be properly qualified, the county superintendent must "hold a certifi-

cate of highest county grade, be a citizen of the United States, have resided in the state one year and in the county one year, and have had 12 months teaching experience in the state"⁸ and nullified by the Supreme

Court in the Montana versus Acton case. The court decided

"that the office is created by law and that the legislature does not have the power to prescribe an additional qualification to those enumerated in the constitution and require that the candidate shall hold a certificate of highest county grade."⁹

The present law was presented as a constitutional amendment in 1924, but failed of passage in 1925 and again in 1927, finally passing in 1929. It reads:

"No person shall be eligible to the office of the county superintendent of schools in any county of Montana, who, in addition to the qualifications required by the state of Montana, is not a holder of a state certificate offered by the State of Montana, granted by endorsement upon graduation from a standard normal school or college or university; or who is not the holder of a certificate offered by the State of Montana, designated as a State Certificate granted by examination in accordance with the rules and regulations as prescribed

8. School Laws of Montana, Section 3, 1895

9. School Laws of Montana, Section 3, 1911

by the State Board of Educational Examiners; and who has not had at least three years' successful experience as a teacher, principal or superintendent of public schools. The above qualifications shall not prohibit the reelection of present incumbents."¹⁰ (Approved March 12, 1929)

Four kinds of state certificates are issued in Montana: Elementary State, Elementary Life, Secondary State and Secondary Life. The county superintendent must have one of the four unless she was in office when this law was passed.

The Elementary State Certificate is valid in grades one to nine; and is granted to persons having completed ninety-six quarter hours of academic work of college grade, and thirty-five months of teaching experience, or to diploma graduates of the Montana State Normal College at Dillon or the Eastern Montana Normal School at Billings, or a similar standard normal school or college.

There are seventeen superintendents who report holding this type of certificate.

After the completion of thirty-six months of teaching and eight more quarter hours of college work, a teacher may secure an Elementary Life certificate. There are thirty-two persons who have the Elementary Life certificate.

The Secondary State Certificate is granted for six years, is valid in grades six to twelve, and is granted to holders

10. School Laws of Montana, Section 950, Chapter 118, 1929.

of standard bachelor's degrees. Standard degrees are those granted by the State University of Montana and the State College at Bozeman or their equivalents. It is also provided that the candidate for a certificate must show that he has fifteen semester hours in education.

Three superintendents have such a certificate.

Table XII

Certification of County Superintendents

Type	No.	Degrees
Elementary State	17	1
Elementary Life	32	2
Secondary State	3	3
Secondary Life	6	6
<u>Totals</u>	58	12
Duplicates	3	3
<u>Total</u>	55	9

Upon satisfactory evidence that the holder of a secondary State certificate has completed thirty-six months of teaching and eight quarter hours above his bachelor's degree, he may secure a Secondary Life Certificate.

Six superintendents report that they hold this type of certificate. These six with the three who hold the Secondary State certificate are all who could teach in high school.

or above the ninth grade. Yet the other forty-six supervise more or less in the high schools of their counties.

One person has life certificates in New York and in Missouri, and both elementary and secondary life certificates in Montana. She has a bachelor of science degree. Another has a life certificate in Washington in addition to her Elementary Life in Montana.

Another person has both state certificates, and still another both life certificates. A third reports that she has an Elementary State but is eligible for the Life.

Of the holders of the Elementary certificates, only three have degrees.

Ten of the present county superintendents were in office when the 1929 law was passed. The law is not retroactive. They could be holding office without ever having qualified for the present state certificate. Are they? All ten report that they have the Elementary Life certificate. One has the Secondary Life also. She has the bachelor of science degree. Seven are graduates of a two-year normal school. Two have two years of college work or its equivalent, but they do not indicate how they got it. Three have three years of college work. One county superintendent lacks only a quarter of having her degree. One of these superintendents was elected to office in 1923; one in 1925; one was appointed

to office in 1926; two were elected in 1927; and five in 1928.

The answers to the questionnaire indicate that at the present time, the county superintendents hold the highest grades of certificates offered in the state. The certificates are for the purpose of teaching and not for supervision. A certificate that would require some evidence of supervisory training or supervisory experience might well become one of the Montana certificates and be required of county superintendents and others in supervisory positions. The certificate should include supervisory training for both elementary and high schools.

CHAPTER V

SCHOLASTIC PREPARATION

Laws governing the scholastic qualifications of the county superintendent are now quite clear and definite. Previous to 1929, the only requirement was the constitutional one for any office-holder, - that is, he must have been a qualified elector and must have lived in the state two years and in the county one year. The law of 1929 added to this requirement a certification requisite that carries with it a definite amount of scholastic preparation above high school.

The law reads:

"No person shall be eligible to the office of the county superintendent of schools in any county in Montana, who, in addition to the qualifications required by the constitution of the State of Montana, is not the holder of a state certificate offered by the State of Montana, granted by endorsement upon graduation from a standard normal school, or college, or university; or who is not the holder of a certificate offered by the State of Montana, designated as a State Certificate granted by examinations in accordance with the rules and regulations as prescribed by the State Board of Educational Examiners--". The above qualifications shall not prohibit the re-election of present incumbents."¹¹

This means that the county superintendent must be the holder of one of the state certificates. There are four of these, elementary state, elementary life, secondary state and secondary life. The scholastic requirement for the elementary state certificate is the completion of ninety-six

11. School Laws of Montana, Chapter 76; section 950.

quarter credits of approved academic and professional preparation taken in a standard higher educational institution. The scholastic requirement for the secondary state certificate is the completion of a four-year course under regulations established by the Chancellor of the University and the Montana State Board of Education. It requires a standard bachelor's degree with at least fifteen semes or hours in education or professional courses.

The law also means that before the county superintendent can meet the certification requirement she must have completed her high school work, either in attendance at and graduation from a high school, or by attendance at a college or normal where high school work was offered.

Table XIII

Scholastic Preparation in High School

Graduated from high school	47
Completed H. S. in college	3
Completed H. S. by examination	1
Not responding	<u>4</u>
Total	55

Forty-seven superintendents are graduates of high school. Three finished high school work in college. One received high school credit by special examination. Four failed to

answer the question.

Of the fifty-five county superintendents who answered the questionnaire, not one has as little college work as one year. Five have two-years of scholastic training above high school, but are not graduates of a two-year school. These five have the least training. There are twenty-three who are graduates of a two-year school with no advanced college training. There are eighteen who have three years of college work, and nine who have four years and their degrees.

It is interesting to know, too, what type of higher institution from which the county superintendents have been graduated. Forty-eight county superintendents are graduates of some higher institution. Forty are graduates of a two-year normal and one each of a three-year and a four-year normal. Eight are graduates of a college or university, two of whom are also graduates of two-year schools. Seven are not graduates of any sort of higher institution. They must have secured their certificates by examination or have presented permanent credits in the subject to be examined from the one of the units of the greater university of Montana, or before 1923.

Table XIV
Graduation Status

Type of School	No.
Two-year normal	40
Three-year normal	1
Four-year normal	1
Four-year university or college	8
Duplicates*	-2
Number of Graduates	48

*Two university graduates are also graduates of a two-year college.

The nine who are graduates of four-year institutions are holders of one of three kinds of degrees. Three have bachelor of science degrees; five have bachelor of arts degrees; and one has a bachelor of laws. Not one has a master's degree, although two report starting work leading toward that degree.

Table XV
County Superintendents Having Degrees

Degree	No. of Supts.
B. S.	3
B. A.	5
L. L. B.	1
Total	9

The table "Scholastic Preparation Above High School" shows the number of years of college training the county superintendent has. The mode is two years.

Table XVI

Scholastic Preparation Above High School

	No. of Supts.	No. years
One year	0	0
Two years	28	56
Three years	18	54
Four years	9	36
Totals	55	146

The arithmetical mean is 2.65 years. In reality, it is a little better for only full years were counted. Two persons lack but one quarter of having their degrees, and two others have two quarters beyond the two years of college credit.

What training, other than scholastic, has the county superintendent in Montana had, and what work has she been engaged in other than teaching?

Table XVII
Training Other Than Scholastic

None	33	Journalism	2
Summer School	9	Travelling	1
Art	7	Hostess	1
Music	7	Dramatics	1
Business	5	Farming	1
Correspondence	4	Photography	1

Thirty-three report no training other than that received in academic courses. Nine have attended summer schools. Seven give special work in each of art and music, one person reporting seven years of special art training and another "years and years" of music. Five have special business training, and four, correspondence work - largely language. Special training in journalism is mentioned by two, and travelling, social hostess training, dramatics, farming and photography by one each. Several report training in more than one field, one person reporting five fields. These thirty-nine interests of twenty-two persons give each person 1.77 interests.

How many years have these twenty-two spent on interests and training other than educational? The usual length of time, as given by nineteen persons is one year; nine gave

two years; five, three years; two, four; two, five; one, six; and one, seven. This is a total of eighty-one years, or an average of 3.68 years each.

Table XVIII
Number of Year's Training in Special Fields

Years	Persons	Total Years
1	17	17
2	9	18
3	5	15
4	2	8
5	2	10
6	1	6
7	1	7
Totals		81
Average		3.68

Has the county superintendent engaged in work or professions other than teaching? The same number report having engaged in other work, as report that they have not, nineteen in each case. Ten have engaged in clerical work, typing, bookkeeping, and government project work, such as F.E.R.A. (Federal Emergency Relief Administration). News reporting and business managerships are listed by two, and farming, politics, the United States Army, Americanization work, and directing community glee clubs each by one. Seventeen did

not answer the question.

Table XIX
Positions Held Other Than Educational

None	10
Clerical (including F.B.R.A.)	10
News Reporting	2
Business Manager	2
Farming	1
Political	1
U. S. Army	1
Americanization	1
Glee Club Director	<u>1</u>
No. reporting	38
Not responding	17

In other words, the county superintendents in Montana have been busy persons; twenty-two have spent an average of 3.65 years in training fitting themselves for cultural or business living; and nineteen have actually engaged in business or professional work other than teaching. These types of training and the positions held, would help to make the county superintendent more efficient and would give her a broader understanding and a wider interest.

CHAPTER VI

EXPERIENTIAL STATUS OF THE COUNTY SUPERINTENDENT

One of the most important factors in evaluating the county superintendent is the amount of experience she has had and in what type of school; also whether in the teaching field or the supervisory field.

Since it is with the rural school and its problems that the county superintendent must most largely deal, it is interesting to know how many superintendents know it from the teacher's point of view.

Forty-seven of the fifty-five superintendents reporting indicate that they had rural school experience. Eight report no experience in this type of school. The other report years of experience ranging from one to thirteen years, four reporting twelve years and two, thirteen years. The mean for this group is 8.65 years.

Seven of this group report but one year or less of rural experience, hardly enough to become thoroughly acquainted with the problems of the rural school. Eight report no experience whatever in the rural school. This means, that the rural schools are supervised in 27% of the counties by persons who have had one year's or less experience with rural problems.

Next to the experience gained in the rural school is that experience gained in the elementary schools, which in

Table AX
Teaching Experience

No. years	Rural	Ele.	H. S.
0	7	15	38
1	7	5	4
2	1	6	6
3	8	5	1
4	3	2	1
5	5	4	0
6	5	1	1
7	3	2	0
8	4	3	1
9	2	1	0
10	3	2	0
11	0	2	0
12	4	3	0
13	2	0	0
14	0	0	0
15	0	0	1
16		0	
17		1	
18		1	
19		0	
20		1	
No. Cos.	47	39	15
No. years	275	246	52
	5.85	6.3	3.466

Number of teaching years - 573

-10.55

this study are taken to mean the schools in first, second, and third-class district town schools and city systems. Referring to the preceding table, one notices that fifteen of the county superintendents have not had this type of experience, and that thirty-nine have. The mean for this group is 6.3 years. The years of experience range from five who have one year to one who has twenty years. There is a tendency for those who report many years in one field to report very few years in either of the other two fields. For instance, in the case of the superintendent reporting twenty-six years, twenty were in the elementary schools and three years each in the rural and high schools. The superintendent who has eighteen years in the elementary field reports twelve years and two years for her rural school and high school experience respectively. This latter experience totals thirty-two years and is the greatest amount any one person has; three and one-half is the least. The person reporting seventeen years in the elementary schools reports but one year in the rural school.

The type of teaching experience least like the rural, is that done in high school. Only fifteen superintendents report having taught in high school - less than a third, 27.2%. The years of experience in high school range from none at all as reported by thirty-eight to fifteen years by one. The mean is 3.466 years.

The greatest amount of experience falls within the elementary and the rural school teaching fields. This is as it should be.

Three county superintendents report experience in private schools, the terms ranging from one to three years. Six have taught in normals, colleges, universities. The length of terms are not given.

The years of school service in schools below college level are 275 for the rural school, 246 for the elementary and 52 for the high school, making a total of 573 school years that the county superintendents in Montana have taught, an average of 10.55 years for each. Their years of service range from 3.5 years as a minimum to thirty-two as a maximum.

This average is considerably lower than in states investigated by Tink¹² and by Altus.¹³ The former found that the average number of years of teaching experience among the county superintendents of the four states in his study are: Florida, 17.3; North Carolina, 22; Alabama, 23.5; and Maryland, 25.4. Altus reports 18.9 for Kansas for 1930. (Florida and Kansas are the only two of those named who elect the county superintendent, as does Montana).

12. Tink, Edmund Lewis: Certain Phases of County Educational Organization, Bureau of Publications, Teachers' College, Columbia University, New York, 1929.

13. Altus, William D.: A Study of the County Superintendent in Kansas, Studies in Education, Kansas State Teachers' College, Emporia, Kansas, 1933.

Supervision is a type of experience which would be most advantageous to the county superintendent. The study reveals that twenty-nine have experience in supervision, twenty-five have no such experience on the percentage basis, 53.7% have had, 46.3% have not.

Table AXI

Type of Previous Supervisory Experience

Supt.	Prin.	Asst. Prin.	Critic	Deputy	Co.Supt.
1 (10 yrs.)	12	1	4	4	14
No. reporting supervisory experience:					29
No. reporting no supervisory experience:					26

The types of supervision which the county superintendents have are superintendencies of the city schools, principalships of grade and high schools, assistant principalships, critic supervisors in teachers' colleges and normals, deputy county superintendents, and previous experience as county superintendents. In some cases one person has experience in more than one of these fields.

Only one has been a city superintendent. He gave his length of office as ten years. Twelve have been principals of grade or high schools. One has been assistant principal. Four have been critics, one reporting "several terms" and one "one summer". Four have served as deputy county superintendents;

and fourteen have previous experience as county superintendents, one "before coming to Montana". Other types of supervisory experience listed but not counted in this study are tutoring, serving on examining boards, and being chairmen of various groups, such as photography, dramatics, and electricity. Nine have these types; but the same nine give experience in other fields of supervision; consequently, they are counted in those groups.

From the standpoint of supervision, it is not apparent that the county superintendent in Montana is too well-prepared. Omitting the experience as county superintendents and deputies, only eighteen persons report any previous supervisory experience. This is one third of the total number. The other two-thirds gained or are gaining their experience in office. If the experience of the deputy is included the picture brightens, 40.7% then having previous experience as supervisors. The most common of the supervisory fields is that of the principalship, twelve or 23% having experience in this type of work, thirteen or 24% if the assistant-principalship be included. There are fourteen superintendents who have previous to the present time had at least one term in office, and hence have gained experience in the supervisory field whether they had it before or not. This number represents a little more than one-fourth, or 26%, of the total number.

CHAPTER VII

TENURE OF THE COUNTY SUPERINTENDENT

Since tenure is an important consideration in the life of a person who must depend upon election for his career, two pertinent questions naturally follow: How long have the present county superintendents been in office? How long may a county superintendent reasonably expect to remain in office?

In answering these questions data are taken from the questionnaire, which treats this problem back to 1919.

How long have the present county superintendents been in office?

Of the fifty-five county superintendents reporting, eighteen are serving their first term in office; this is 33.7% of the total. In other words, one-third of the counties of Montana are being supervised educationally by county superintendents new to their positions.

Table III
Tenure of Present County Superintendent

Number of Terms	Number of Superintendents	Total Number of Terms
1	18	18
2	21	42
3	5	15
4	6	24
5	1	5
6	2	12
7	2	14
totals	55	130
mean		2.36

There are twenty-one who are serving their second term, or 38.8%. Five are serving their third, six their fourth, one her fifth, and two each are serving their sixth and seventh terms.

The mean is 2.36 terms. It appears that for the majority of superintendents that two terms in office is all she may expect. It might reasonably be expected that this fact alone would keep really competent persons from seeking the office, for they would argue that the expense of standing elections, and the probability of losing their positions in the middle of the school terms, would not warrant their seeking office especially in view of the fact that the salaries are not large.

How long may a county superintendent reasonably expect to be in office judging from the data from 1919?

Data secured for those years add further proof to that found for the tenure of the present office-holder.

Table XIII

Tenure of County Superintendents in
Period from 1919-1936.

No. of terms	No. of Supts.	Total terms
1	87	87
2	95	190
3	25	75
4	13	52
5	6	30
6	2	12
7	3	21
8	1*	8
Totals	232	475
Mean		2.04

*This person was Miss Elsie Merceir, whose tenure in office extended back one term farther than this study goes. She was serving her eighth term at the time of her death in 1932.

Eighty-six of the 232 county superintendents in the fifty-five reporting counties of Montana since 1919 have held but one term in office. This is 37.5% as against 33.7% for the present term.

Ninety-five county superintendents have held but two terms, this is 41.1% as against 38.8% for those in office now.

This indicates that approximately one-third of the

county superintendents may expect to hold office one term only; and that, generally speaking, about 40% may expect a second term.

Twenty-five served three terms; thirteen, four terms; six, five terms; two, six; three, seven; and one was serving her eighth at the time of her death.

From the years 1919 to 1936, in the fifty-five counties studied, 232 county superintendents served 475 terms - a mean of 2.04 terms for each. (It would seem that there should be 495 terms, but not when it is remembered that six additional counties were formed in 1921.)

This shortness of tenure, however, is not peculiar to Montana; Altus¹⁴ reports the tenure of the then county superintendents in 1930 in Kansas as 4.8 years (the term of two years as in Montana;) and the tenure from 1921-1930 as 3.8 years. These figures translated into "terms" would be 2.4 and 1.9 terms respectively. Tink¹⁵ reports a similar condition in Florida for the elective superintendents who have a four-year term. There the tenure is 6.7 years or 1.65 terms. He found the tenure for Alabama, North Carolina and Maryland

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14. Altus, William D.: A Study of the County Superintendent in Kansas, Studies in Education, Kansas State Teachers' College, Emporia, Kansas, 1933. p. 36.
 15. Tink, Edmund Lewis: Certain Phases of County Educational Organization, Bureau of Publications, Teachers' College, Columbia University, New York, 1921. p. 33

averages 10.4 years. There is no doubt that the shortness of tenure in Montana is due to the shortness of the term.

How long may a man reasonably expect to hold the office of the county superintendent? Tenure in Montana for county superintendents regardless of sex is 2.04 terms.

In the years 1919-1936 only twenty of the 232 (8.6%) superintendents have been men. There are eleven at the present time.

Table XXIV
Tenure of Men 1919-1936

Term	No. of Supts.	Total Terms
1	11	11
2	6	12
3	0	0
4	3	12
Totals	20	35
Mean		1.5

Eleven served or are serving their first term. Six are serving their first term, although one of the six filled out an incomplete term for his predecessor. Six have had or are having two terms, and three, four terms. Of the men now in office, four are now serving their second term, and one his

fourth.

The mean tenure from 1919-1936 is 1.5 terms. The mean tenure of the present term alone is a little better, 1.63 terms. These figures are less than for the county superintendent regardless of sex. They are 2.36 for the present term as compared with 1.63 for the same period; and 2.04 terms for the 1919-1936 period as compared with 1.5 terms for the same period.

Table XXV

Present Tenure of Men

No. of terms	No. of Supts.	Total Terms
1	6	6
2	4	8
3	0	0
4	1	4
Totals	11	18
Mean		1.63

CHAPTER VIII

THE SEX OF THE COUNTY SUPERINTENDENT

In Montana today there are forty-five women county superintendents and eleven men. This is the largest number of men since 1919, which is as far back as this investigation is carried.

In 1919-1921 only one man superintendent was reported in the state. In 1921-1923 there were three; also in 1923-1925. In 1925-1927 there were four; in 1927-1929, three; 1929-1931, four; 1931-1933, two; then the number increased to seven in 1933-1935 and to eleven for the present time.

In other words in the seven terms from 1919 to 1933 inclusive there were, on an average, three men serving each term as county superintendents. This number has increased to nine for an average of the last two terms and eleven for the present time. It is probably that the low salaries failed to attract the men before 1933. Eight of the eleven men receive the lowest salary, \$1800; the other three, \$2000.

In 80.33% of the counties of Montana, women are superintendents; in 19.6% men. This is higher than in Kansas where the average for 1930 was 67.6 for women, and 32.4 for men.¹⁶ The difference is even greater if the Montana numbers for that year are taken, the percentages being 92.8%

16. Altus, William L.: A Study of the County Superintendent in Kansas, Studies in Education, Kansas State Teachers' College, Emporia, Kansas, 1933. p. 40.

women, and 7.1% men as against 67.6% women and 32.4% men in Kansas. This is a difference of 25.2 for women and 25.3 for men. The difference is also higher than in the United States as a whole for Jagers says that the superintendent is a man in 2/3 of the counties of the United States.¹⁷

17. Jagers, Richard L., Administering the County School System, American Book Company, Copyright, 1934, p. 1

CHAPTER IX

THE SALARY OF THE COUNTY SUPERINTENDENT

The Territorial Legislature in 1864 took up the subject of remuneration and passed a law allowing the county superintendent a salary of \$100.00 a year, and not exceeding \$300.00 a year. Legislatures in 1873, 1874, 1883, 1889 each changed the salary schedule, the last providing that the county superintendent should receive annually one dollar per census child provided that the sum did not exceed \$1250.00, and ten dollars for each school district he visited once a year. The Tenth Legislative Assembly, 1877, consolidated the offices of the county superintendent and the county treasurer; the county treasurer was named ex-officio superintendent of schools without compensation for Leagher, Choteau, Jefferson, Gallatin and Missoula counties. The Eleventh Assembly, 1879, added Beaverhead and Custer counties to the list.

The legislature in 1907 provided that county superintendents in first class districts should receive a salary of \$2000.00 per annum; in second, third, fourth and fifth class districts, \$1500; in seventh, \$1000; and in the eighth, \$600. In 1919 the legislature again changed the salary schedule, and provided that superintendents in first, second and third-class districts receive \$2100; in fourth, fifth,

sixth, \$1800 and in seventh and eighth, \$1500.

In 1929 the law was changed to read that county superintendents of counties of classes one, two, three and four, shall receive salaries of \$2400 a year; of classes five and six, \$2000; and of classes seven, \$1800. This law is the present law.

Of the fifty-five superintendents who answered this questionnaire only two receive the maximum salary. They are the superintendents in Cascade and Yellowstone counties. Twenty-one receive \$2000, two of whom report "plus travelling expenses". Since the law says nothing specifically about "travelling expenses", the county commissioners in those counties, (Custer and Dawson) must be generous enough to allow mileage. Thirty-two superintendents receive \$1800 a year.

Table XXVI

Salaries of the County Superintendents

Counties of classes 1-4 inclusive \$2400 per annum	Counties of classes 5-6 \$2000 per annum	Counties of class No. 7 \$1800 per annum
Cascade	' Carbon	' Beaverhead
Yellowstone	' Choteau	' Big Horn
	' Custer*	' Blaine
	' Dawson*	' Broadwater
	' Deer Lodge	' Carter
	' Fergus	' Daniels
	' Flathead	' Fallon
	' Gallatin	' Garfield
	' Hill	' Glacier

*plus travelling expenses (continued)

Table XXVI (continued)

Salaries of the County Superintendents

Counties of classes 1-4 inclusive \$2400 per annum	Counties of classes '5-6 \$2000 per annum	Counties of class No.7 '1800 per annum
	'Judith Basin	'Golden Valley
	'Lewis and Clark	'Granite
	'Missoula	'Jefferson
	'Park	'Lake
	'Powell	'Liberty
	'Roosevelt	'Lincoln
	'Rosebud	'Madison
	'Sanders	'McCone
	'Sheridan	'Meagher
	'Teton	'Mineral
	'Toole	'Musselshell
	'Valley	'Petroleum
		'Phillips
		'Pondera
		'Powder River
		'Prairie
		'Ravalli
		'Richland
		'Stillwater
		'Sweetgrass
		'Treasure
		'Wheatland
		'Wibaux

The average salary in 1935 is \$1898.18.

Tink reports the average salary for the elective superintendents of Florida to be \$3,198 in 1926-27; and for the appointive superintendents of Alabama and of North Carolina, \$3,106.¹⁸ Altus reports the average salary of county superintendents of Kansas in 1930 as \$1495.¹⁹

18. Tink, Edmund Lewis: Certain Phases of County Educational Organizations; Bureau of Publications, Teachers' College, Columbia University, New York, 1929, p. 45.

19. Altus, William D.: A Study of the Status of the County Superintendent in Kansas; Bulletin, Kansas State Teachers' College of Emporia, Emporia, Kansas, 1933, p. 43.

In 1930 the Research Division of the National Education Association tabulated the median salaries of the county superintendents for each state and for the United States as a whole. The median salary of the United States was \$2,404.²⁰ In other words, the median salary paid in the United States is slightly higher than the highest salary paid in Montana, and was received by but two of the superintendents, and \$500 higher than the median paid in this state. Montana's median is \$1904.166. In the National Education Association study, Montana ranked thirty-sixth. The highest paid groups were in Maryland, New Jersey and Pennsylvania with median salaries of \$4400; and the lowest in Kansas and Idaho with salaries of \$1531 and \$1591 respectively.

The three states having the highest median salaries secure their county superintendents through appointment, and the states having the lowest, through election.

Jagers, on the other hand, in his Administering the County School System²¹ gives the median as \$2312; since his is a newer study, 1934, it may be more indicative of salaries today than the National Education study made in 1930. Even so, Montana salaries rank low with its median of \$1904.166 as

20. "Salaries and Certain Provisions relating to Rural School Superintendents", Research Division of National Education Association, Journal of the National Education Association, May 1930, p. 186.

21. Jagers, Richard E.: Administering the County School System, American Book Company, Copyright 1934, p. 1.

compared with \$2404 in the United States as a whole.

In connection with the discussion of salaries the question arises: How do the better paid superintendents compare scholastically with the less well-paid group? And do the better paying counties attract the better trained superintendent? To find these comparisons, the superintendents were divided into groups scholastically and medians for each group found.

In the three salary groups, two superintendents receive \$2400 a year; seventeen, \$2000; and thirty-two, \$1800.

Table XXVII

Salary and Scholastic Preparation

Salary	No. of Cos.	H. S. Grad- uates	2 yrs. col. not grad.	Grad. of 2 years Normal	3 yrs. College Training	Grad. Norm. S. College	Grad. College Only
2400	2	2	0	2	0	0	0
2000	21	17	2	6	.	2	2
1800	32	23	3	15	9	0	5

The superintendents receiving the highest salary are graduates of a two-year normal course and have no further training; opposed to this group, five superintendents in the lowest paid group report degrees, as do four in the center group.

The median scholastic training for the \$2400-group is graduation from a two-year course; for the \$2000-group, it is three years of college training; and for the \$1800-group, graduation from a two-year normal or college. In other words, the best-paid group has no greater training than the least-paid group, and each has less than the middle group.

In the three-year group, this situation appears: nine superintendents, seven of whom are also two-year graduates of a normal course, and one of a three-year normal, receive \$2000 as against nine, eight of whom are also graduates of two-year courses, who receive \$1800.

Among the degree-holding superintendents, the lowest-paid group has a little advantage. Five persons report degrees, all from standard four-year colleges or universities, with two reporting work toward a master's degree; while in the group immediately above, four report degrees, two as graduates from both normals and standard four-year institutions and two from the latter only.

The relationships existing between salary and scholastic training is negative; the better trained do not seem to gravitate toward the better paying counties and better paying counties do not have any better trained superintendents than the poorest paying counties. This situation is to be expected, however, from a system where the superintendent is elected by the people.

What relationship does actual teaching experience bear to salaries? This question often occurs. In connection with it, another arises: Where or in what type of schools was this experience secured?

In order to come to a conclusion in regard to these questions, other factors such as scholastic training, supervisory experience and tenure were held constant, and the median number of years' teaching experience in each of three types of schools, for the three salary groups was found. This should show what relationship teaching experience bears to salary, and what relationships the type of experience bears to salary.

The number of years' experience is the first under consideration. In the \$2400 group, the total teaching years are 43 with an average of 21.5; in the \$2000, 257 years with an average of 12.23 and in the lowest group, 267 with an average of 8.34 years. This indicates a decided positive relationship, with the group having the longest experience receiving the highest salary.

Table XVIII

Salary and Teaching Experience

Number Years Taught	2200			2000			1800		
	Rural	Elem.	H.S.	Rural	Elem.	H.S.	Rural	Elem.	H.S.
1	1			2	1		4	2	3
2				1	1	9	1	6	2
3	1		1	3	1		5	4	
4				3	1	1	1	2	
5					1		4	3	
6				2			4	2	1
7					2		2		
8			1	1	2	1	2		
9				1			1	1	
10				2	1			2	
11									
12				3	2		1	2	
13						1			
14						1			
15									
16									
17					1				
18									
19		1							
No. Expts 2	2	1	10	14	6	25	24	6	
No. Years 4	36	3	110	114	33	160	114	13	
Medians	2	18.5	5	5	7.5	3	5.25	3.00	1.5
Total yrs		43			257			267	
Average		21.5			12.23			6.84	
Average for all									10.31 years

Rural school experience is next under consideration. This is the type of experience that should be most valuable to the county superintendent, and should be, perhaps, one of the criteria for holding that office. In this case, the highest paid groups report the least number of years, though its median is two years; the median group five; and the lowest groups, 5.25. Rural teaching experience, which should be a deciding factor is really a negative one.

The type of experience presenting problems most nearly akin to that of the rural school, is the elementary school. Here, a positive relationship appears. The highest paid group show 18.5 years for a teaching median; the next, 7.5; and the lowest, 3.00 years.

High school experience bears the least relationship of the three types of teaching experience to rural school problems, yet there appears a slight positive relationship. The two upper salary groups have a median teaching of three years each, and the lowest, 1.5 years.

Rural experience, then, is the only negative factor, and is more negative probably than appears on the surface; for the rural teaching experience of the county superintendent was probably secured many years before she took office. Especially would this be true for the two upper salary groups, presenting medians for elementary (town or city) teaching of 18.5 and 7.5 years. The lowest paid group is the only one

that shows more rural experience than elementary or high school. This condition indicates that electors are not much concerned with the candidates for office being closely and recently familiar with rural school problems and conditions.

A necessary duty of the county superintendent is supervision; consequently, the previous supervisory experience is important. It would appear that previous supervisory experience either as a superintendent of town or city schools, as principal of a school, critic for a department or grade, or deputy in the office would be a qualification for election. This is not apparent, however.

In the \$2400-group, one superintendent reported experience as principal as well as previous experience as county superintendent. The other reported no supervisory experience of any sort.

In the next group, six reported principalships, two critic or similar positions, two deputy-ships in the office, and sixteen, two or more terms in office. There were twenty-one persons reporting in this group which gives then but a fourth who have had experience as a supervising principal and a tenth as critic supervisors and deputy-county superintendents. The one bright feature here is that sixteen out of the twenty-one report two or more terms, giving them a chance at least to use the supervisory experience they have gained in office.

In a third group, a similar condition prevails. Thirty-two persons are in this group. Of them, one has experience as superintendent (covering ten years), six as principals, three as critics or in similar positions, two as deputies, and twenty-two as county superintendents previous to the present term. This shows that one-fourth has supervisory experience as superintendents and principals of town or city schools, one-tenth as teaching critics, one-fifteenth as deputies and that two-thirds are serving their second term in office.

The relationship existing between salaries and previous supervisory experience is slight. This is due, probably, to the fact that those qualified for or experienced in supervision are holding better-paying and more secure positions as superintendents, principals or critics in town or city school systems, and to the fact that electors are generally unconcerned over the merits of supervision.

Would the county superintendent who has both rural school experience and administrative experience and would should be one well-fitted for his tasks, and understanding of the rural situation, tend to gravitate toward the higher-paying counties? To answer this question, the county superintendents who have both types of experience were segregated according to salary and a table made to show the relationship. Eleven

reported having this combination, with the lower groups reporting five each. In other words, the relationship is negative; due probably to the facts that the salaries are fixed by law and lower than those usually paid the administrators in even smaller town systems, and that if they did move to a better paying county, they have absolutely no assurance they could or would be elected to office. The efficient administrator can secure more money and not have to stand the expense of election, if he or she remains in the town or city systems.

Table ANIX
Salary and Supervisory Experience

Salary	Supt.	Prin.	Critic	Deputy	Previous County Supt.
2400	0	1	0	0	1
2000	0	6	2	2	13
1800	1	6	3	2	20

Tenure was checked against salary to find the relationship existing between them, and to find whether the superintendent with the larger salary retains the office longer than the one with the smaller salary. To check this, two tables were set up, giving tenure for the superintendents now in office and the other showing tenure since 1919. The first table shows a positive, although slight, relationship

Table XXX

Salary and Rural and Administrative Experience

Salary	No. of Supts having both rural and ad- ministrative experience	No. of Supts. having administrative exper- ience only.
2400	1	0
2000	5	1
1800	5	2
Totals	11	3

Table XXII

Salary and Tenure of the Present Superintendents.

Terms	2400	2000	1800
1	1	5	10
2		10	13
3		2	2
4		2	5
5		1	1
6		1	1
7	1		
Averages	4	2.38	2.28

Table XXXII

Salary and Tenure from 1919-1936 Inclusive

Terms	2400	2000	1800
1	2	53	61
2	2	28	63
3		9	13
4		6	7
5	1	4	4
6		1	
7	1	2	
Total No. Tapes	10	100	274
Total No. Spots	4	53	148
Average Length	5	2.168	1.951

in favor of the larger salary group. The average for the first group is four terms; for the second, 2.33 terms, and for the last, 2.28 terms. The table clearly shows the tendency in the latter two groups toward a two-term superintendent.

The next table shows a similar relationship but somewhat more marked. The averages are 3, 2.162 and 1.241. This chart, as did the first, shows a strong central tendency in the two term section. The longest tenure is seven terms and appears once in the \$2400 group and twice in the \$2000 group.

CHAPTER X

CONCLUSIONS, SUMMARY AND RECOMMENDATIONS

The purpose of this study has been to make an inquiry into the present status of the county superintendent in Montana. Data from similar studies made by Altus, Boney and Tink for Kansas, Florida, Alabama, North Carolina and Maryland have been used to make the Montana situation clearer. There are probably few persons who appreciate the magnitude or the difficulty of the county superintendent's work.

This study shows that the office in Montana is too largely clerical, and that the powers and duties delegated to the office are confined to routine matter that might very well be taken over by office assistants. Only twenty-four counties furnish full-time clerical help.

The educational duties of the office group themselves under two heads; namely, direction of the county institute and visits to the schools. In Montana, in the fifty-five counties answering the questionnaire, there are 2561 third-class schools; 183 first and second-class schools, and 674 inexperienced teachers for the superintendent to visit.

The county superintendents in Montana hold state certificates. They show a mean scholastic attainment of 2.6 years above high school. They average 10.55 years of teaching experience.

The average salary for the office is \$1898.18. The average tenure is 2.04 terms.

The study shows that the county superintendent is without deputy assistance in forty-nine counties, actually in fifty, for the lack of a deputy and clerical assistant was the reason that the fifty-sixth county superintendent gave for refusing to answer the questionnaire. Deputies are allowed to county superintendents who have seventy-five or more teachers in third-class districts. If more superintendents are permitted to have deputies, then the number of teachers in third-class districts on which a deputy is granted must be decreased. Since this study did not call for the total number of teachers in each county, this number might well be considered in another study.

The county superintendents in Montana have the best certificates so far provided in the state. Many of the teachers whose work they supervise have the same certificate. Would it not be wise to set up a different certificate for persons whose work it is to supervise others? A certificate showing training and aptitude in supervision suggests itself.

The present system brings only the old and experienced practitioner into the office, while what we need is a person who in addition to successful teaching experience, has secured a broad education and has made a careful study of school administration and theory. No fault lies with the

county superintendents. The fault lies with the system which produces the successful teacher and not the successful educational leader. To correct this fault, a distinct supervisory certificate requiring distinctly higher educational and professional standards could be set up.

Such a certificate would call for more and different scholastic standards--certainly four years of college training above high school and a bachelor's degree. There should also be an experience requirement; for certainly, a rural school supervisor who knows the problems ahead of her from experience is more valuable to her office and to her communities than one who has not had such experience.

It is reasonable to expect the county superintendent to be trained for the work she is to do. Many phases of public education confront her. She must lead in the organization of the school program, must assist in planning the building program, must recommend teachers, must adapt the curriculum to the community, must make the budget and conduct business relating to the office. In addition she must be the leader in a program of elementary, and sometimes secondary education which is in charge of a personnel having both general and special training.

No one can say how much training such an officer should have. Anyone will admit that neither length of training nor the possession of academic degrees is a guarantee of

professional efficiency. But to secure the cultural background and the wide range of professional information needed in dealing with problems of teaching, of pupil accounting, of financing, of buildings, of organization and the like, a full four-year college course, and in addition professional training of at least one year on the graduate level is essential. In most communities, principals and high school teachers must have a college degree. If the county superintendent who has more or less authority over these schools and officers is to command their respect and confidence, she certainly should not be less than their equal in general and professional education.

The service of the county superintendent is limited almost entirely to two terms. As a result there is a change in office just when the previous occupant has the office well in hand, knows her communities, and has become efficient. Removing the office from politics and making it non-political would secure longer tenure.

In twenty-five of the states the county superintendent is still chosen through popular election. This has generally been considered as an important factor in the status of the office. From the studies made in other states, it appears that popular election fails to attract the most able members of the profession, because they object to the uncertainties of an election by persons who are not fully aware of the

requirements of the office; because the term of office is short and reelection beyond a second term is not customary regardless of the efficiency of the service rendered, and because the political affiliations of the office make it difficult to attack some of the problems on a professional basis. Evidence from studies made in other states indicates definitely that the appointment system of selecting county superintendents is sound. In the appointive states, the county superintendency is more of a profession. The evidence establishes further that the appointive system secures superintendents with better training and with more forceful professional leadership.

The county superintendent in the United States is a man, says Jagers,²² but in Montana the superintendent is a woman, for two reasons--the politicians want a woman to run on their tickets to get the feminine voters to the polls; and the salary is not attractive to men. Of course, the salary probably is not attractive to the woman office-seeker, either; and it should be raised in accordance with the increase in the standards called for by the suggested certificate. Also, the salary should be increased so that the office is on a par with other county offices. An improvement in the salary situation is necessary if the office is to attract and hold

22. Jagers, Richard E., Administering the County School System, American Book Company, 1934, p. 1.

professional men and women of ability. This would necessitate removing the legal limitations in this state. A county or comparable board of education could be set up with power to determine the salary amount, subject perhaps to a minimum salary provision.

This study suggests questions for further study. Among them are: An appointive system; an attractive salary; tenure; size of counties; number of teachers; increased executive power; survey of grounds, buildings and teaching materials; and in service growth of the county superintendents. In his hypothetical state of Osceola, Cubberley²³ has the county superintendent appointed by an elected board of education. The salary is flexible, and the term is four years. There is a secretary to take care of all the statistical, clerical, and financial work. An assistant superintendent is to be employed for each thirty teachers who are not already supervised by a principal. The superintendent is to have the power to hire and discharge the teachers under his jurisdiction, to adjudicate all disputes over school laws, to approve the school transportation systems, to recommend repairs for school buildings and to condemn those which warrant it, to approve the school pay roll, and to initiate school policies. In short, he is to have those powers and

23. Cubberley, E. P., State and County Reorganization, Chapter II pp. 38-59. Macmillan Company, New York, 1914, as quoted from Butterworth, Julian E., The County Superintendent in the United States, Office of Education, Bulletin No. 6, Washington, D. C., 1932.

privileges which should be delegated to an educational administration.

It is improbable that the legislation necessary to such an ambitious program will be forthcoming very soon. In the meantime, any legislation that will tend to raise the present status of the county superintendent will be of some value.

APPENDIX
Questionnaire

Name of County Superintendent _____

County _____

I. Supervision of Schools

	Rural one- teacher school	Rural two- teacher school	Village schools 3rd class dist. Elem. High	1-2 class district Elem. High	Total
How many schools do you supervise?					
How many inexper- ienced teachers employed in					

II. Assistance

Do you have a full-time deputy? _____

Do you have a half-time deputy? _____

Do you have a full-time clerk? _____

Do you have an occasional clerk? _____

Do you have no assistance? _____

III. Certification and Scholastic Training.

Did you graduate from high school or an academy of high school rank? _____

Have you had one year of college or normal school work? _____

Have you had two years of college or normal school work? _____

Have you had three years of college or normal school work? _____

Are you a graduate of a two-year normal school? _____ a
four-year normal school? _____ Are you a graduate of a four-
year college or university? _____

What degrees do you hold? _____ What certificate do you have? _____

Other training you have had whether in special educational work such as music, art, etc., or in business or professional work. Give the type of training _____ and years of same _____

Other positions held whether in educational work or in business world. Name them _____

IV. Experience

How many years' teaching experience have you had in rural schools? _____ elementary schools (include 7 & 8 grades) _____ high schools _____ private schools _____ schools of higher learning _____

Have you had any previous supervisory experiences as County Superintendent? _____ as Principal? _____ as Superintendent of City Schools? _____ as critic? _____ Other capacities _____

V. Tenure

Have you held office one term _____ two terms _____ three terms _____ four terms _____ five terms _____ longer than five terms? _____

VI. Salary

What is your annual salary? _____

VII. If you can get the information give the name of the County Superintendent during these years.

Co. Supt. of your county, Jan. 1919--Jan..1921	_____
" " " " " " 1921-- " 1923	_____
" " " " " " 1923-- " 1925	_____
" " " " " " 1925-- " 1927	_____
" " " " " " 1927-- " 1929	_____
" " " " " " 1929-- " 1931	_____
" " " " " " 1931-- " 1933	_____
" " " " " " 1933-- " 1935	_____
" " " " " " 1935-- now	_____

Co. Supt. of	County
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